

NATIONAL SECURITY COUNCIL

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MEMORANDUM FOR

The Acting Secretary of State
The Secretary of the Treasury
The Secretary of Defense
The Attorney General
The Secretary of Agriculture
The Secretary of Commerce
The Secretary of Labor
The Director, Office of Management
and Budget
The Executive Director, Council on
International Economic Policy
The Administrator, Agency for International
Development
The Director, Arms Control and
Disarmament Agency
The Chairman, Council of Economic Advisers
The Chairman, Joint Chiefs of Staff
The Director of Central Intelligence
The Administrator, Energy Research and
Development Administration
The Chairman, Civil Service Commission
The Assistant to the President, Domestic Council
The Director, United States Information Agency

SUBJECT: The Commission on the Organization
of the Government for the Conduct of
Foreign Policy (The Murphy Commission)

The President wishes to receive comments from the principal foreign
affairs Departments and Agencies on the recommendations contained
in the report of the Commission on the Organization of the Government
for the Conduct of Foreign Policy (The Murphy Commission).

DEPT OF STATE review(s) completed.

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Attached is a master list of all Commission recommendations. Beside each recommendation is an indication of those agencies whose comments are specifically requested. These designations are not exclusive, however, and agencies should feel free to comment on any recommendation.

Comments on the recommendations, signed by the Department or Agency head, should be submitted by Monday, July 21. However, comments on the Organization of Intelligence (recommendations 46-55) are due by close of business Thursday, July 17.

In addition, the departments are requested to submit their views on the broader issues dealt with in the report, such as Executive-Legislative relations, by Friday, July 25.

Comments should, if possible, be unclassified since they may receive further distribution.



Jeanne W. Davis
Staff Secretary

RECOMMENDATION (1)

State
Defense
OMB
CIA

The defining characteristic of these tasks [of a Presidential staff] is that they embody staff responsibilities rather than line authority. They provide assistance to the President, not direction to departmental officials other than to convey Presidential instructions. There should be only one official with line responsibility in the White House, and that is the President himself.

RECOMMENDATION (2)

Having reviewed the responsibilities the Assistant for National Security Affairs must meet over the long term, we conclude that these responsibilities, involving essential personal assistance to the President, management of issues for Presidential decision, and the direction of the National Security Council staff, should normally in the future be performed by an individual with no other official responsibilities. The actual choice would of course rest with the President.

RECOMMENDATION (3)

State
Treasury
Defense
OMB
CEA
CIEP

The membership of the National Security Council be expanded to include the Secretary of the Treasury, and its jurisdiction be enlarged to include major issues of international economic policy-making.

State
Defense
OMB
Domestic
Council

On an ad hoc basis, the President should invite to NSC meetings at which issues with important domestic implications are being discussed either Cabinet or staff officials concerned with domestic policymaking.

RECOMMENDATION (5)

State

The position of Deputy Under Secretary for Management be elevated to Under Secretary.

RECOMMENDATION (6)

State
AID

The Office of the Inspector General of Foreign Assistance be abolished, and its analytic functions be transferred to the proposed Assistant Secretary for Food, Population and Development Affairs.

RECOMMENDATION (7)

State

Under Secretary positions should be reserved for supervisory officers having responsibility for specific portions of the Department's work; for example, Political and Security Affairs, Economic and Scientific Affairs, and Management. Under Secretaries are senior officers by virtue of their direct management responsibilities for subordinate bureaus and their responsibility for regional bureau activities in their assigned functional areas. These positions should not normally be used for "ad hoc trouble shooters" or "roving ambassadors."

State

The positions of Counselor of the Department and Ambassadors-at-Large should be used for the special assignments requiring senior attention, under the direction of the Secretary. The Counselor should remain a permanent position, while Ambassadors-at-Large should be appointed for shorter periods of time and specific projects.

RECOMMENDATION (9)

State

Treasury

Commerce

OMB

CEA

Domestic

Council

CIEP

A senior Assistant to the President should be charged with the central White House staff function in economic policy, both domestic and foreign. Having direct personal access to the President and strong qualifications drawn from economic and/or business experience, this Assistant should participate or be represented in all relevant meetings of the National Security Council and of domestic policymaking bodies (such as the Domestic Council, the Troika or Economic Policy Board). He would be the Executive Secretary and Director of staff of the proposed joint Subcouncil on International Economic Policy.

State The President should appoint, and have available to him for
Treasury advice, a senior and representative group of people drawn from the
Commerce private sector who are well equipped by training and experience to
OMB assist in formulating foreign economic policy in the national interest-
CEA an International Economic Policy Advisory Board. The Board would
Domestic be provided a small secretariat to help prepare meetings, dissem-
Council inate information and focus discussion on relevant issues. It would
CIEP meet at least quarterly to review issues raised at its own initiative
 or by the government. The Board should have direct access to the
 President, and the President should himself take the initiative to
 meet with it from time to time. The Board should have wide lati-
 tude to set up ad hoc groups, commission studies and otherwise equip
 it to carry out its functions. It should replace most, if not all existing
 advisory groups dealing with aspects of international economic policy.

RECOMMENDATION (11)

State In order to provide a focus for objective study of longer term
Treasury international economic problems and a more effective early warning
Commerce system for identifying the major related policy issues on the horizon,
OMB we believe an independent study group on international economic
CEA issues should be created under the auspices of the Council of Economic
Domestic Advisors.
Council
CIEP

RECOMMENDATION (12)

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State The President should establish a joint subcouncil of the NSC
Treasury and the Domestic Council and the Economic Policy Board (or what-
Agriculture ever White House organizations should come to perform their fun-
Commerce ctions). Members of this body, the Subcouncil on International
OMB Economic Policy, would be the Under Secretary of State for Economic
CEA Affairs, the Under Secretary of Treasury for Monetary Affairs, the
Domestic Under Secretaries of Commerce and Agriculture and the Chairman
Council of the Council of Economic Advisers. Other subcabinet officers and
CIEP agency heads would attend Subcouncil meetings as full members
 with respect to questions impinging significantly on their responsi-
 bilities.

Designation of a Chairman should be left to the President. How-
ever, we anticipate that normally the Subcouncil would be chaired
by the Under Secretary of State for Economic Affairs. The Assist-
ant to the President for Economic Policy would serve as Executive
Secretary of the Subcouncil and Director of its staff. The staff
would be drawn in part from the staffs of its parent bodies but would
function as the Assistant to the President's own staff.

The Subcouncil could create such committees or task forces as
the President may deem necessary to assure adequate interagency
attention to continuing issues of international economic policy and to
special problems. The regular members of the Subcouncil normally
would be represented on each such group, as would the staff of the
Assistant to the President.

The CIEP should be abolished by Congress, and its staff should
be used to strengthen the economic capability of the NSC and White
House Domestic Council. Other interagency international economic
policy bodies would be brought under the Subcouncil framework.

RECOMMENDATION (13)

State Maintaining the practice of submitting to Congress an annual
Treasury Report of the President on International Economic Policy. This
Commerce report should be prepared in conjunction with the State of the World
CEA Report recommended in Chapter 10 and should be submitted as
Domestic part of that Report.
Council
CIEP

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State

The Under Secretary for Economic Affairs be retitled the Under Secretary for Economic and Scientific Affairs and, that the Bureau of Economic and Business Affairs, and the Bureau of Oceans and International Environment and Scientific Affairs, together with the functional units of the Bureau of International Organization Affairs, be reordered as four new, closely related bureaus, each headed by an Assistant Secretary responsible to the Under Secretary, as follows:

- (1) International Economic and Business Affairs (principally trade, monetary, and investment policy);
- (2) Energy, Transportation, and Communication Affairs;
- (3) Oceans, Environmental, and Scientific Affairs;
- (4) Food, Population, and Development Affairs.

RECOMMENDATION (15)

State

Larger numbers of career Ambassadors and Deputy Chiefs of Mission should be appointed from among officers with economics training and background: senior officers at economically important consular posts should ordinarily be expected to have had economic and commercial exposure either in State or through assignment to another agency; the recruitment of professionally trained economists should be accelerated without requiring that they become part of the Foreign Service; and training programs in economics for Foreign Service Officers should be accelerated.

RECOMMENDATION (16)

State

Treasury

Agriculture

Commerce

CIEP

Systematic personnel interchange at the middle-grade levels among the Departments and agencies with principal responsibilities for foreign economic policy be expanded.

State
Treasury
Agriculture
Commerce
CIEP

As a consequence, the Commission supports flexibility in the use of multiagency participation in policy negotiations and implementation abroad. The State Department must retain overall coordinating responsibility; no international negotiations should proceed without its knowledge and approval. It should normally participate in the manning of international delegations, but need not automatically chair these, depending upon the substantive area. Overseas representation of domestic economic departments should continue in selected areas (e.g., agriculture and finance) so long as their representatives are under the control of the Ambassador.

RECOMMENDATION (18)

State
Treasury
Agriculture
Commerce
GMB

The present personnel interchange program between government and business should be expanded substantially. The Commission believes this program should be concentrated at the middle and junior, rather than at senior levels.

RECOMMENDATION (19)

State
Treasury
AID
CIEP

The Commission, therefore, recommends that the Agency for International Development (AID) remain the State Department's operating arm for the implementation of bilateral foreign assistance.

RECOMMENDATION (20)

State
Treasury
AID
CIEP

Accordingly, we endorse the continuation of primary Treasury Department responsibility for supervision of U.S. commitments to the international development institutions. Treasury should coordinate with the State Department concerning directives given U.S. representatives on the executive boards when political issues arise in connection with the policies and operations of these institutions.

State We do not, however, believe it is necessary or desirable to
Treasury establish within the United States Government a new agency, or
Commerce Special Representative, to control either international corporations
CEA or the flow of capital to or from this country.
CIEP

RECOMMENDATION (22)

State The Federal Energy Administration should provide the focus
Defense and leadership for carrying out the national energy policy. The
Interior State Department will have a crucial continuing role in bringing to
FEA bear on all aspects of the policy process the critical considerations
ERDA of security and diplomacy, and in coordinating and implementing the
CIEP foreign policy aspects of our energy policy.

RECOMMENDATION (23)

State The Commission proposes that the Office of Export Administra-
Treasury tion in the Commerce Department be designated a central point of
Defense contact between the private sector and the government for the licen-
Commerce sing and surveillance of trade and investment with Communist countries.
ACDA Policy guidance for that office should be centralized in the Board of
CIA East-West Foreign Trade authorized by the Trade Act of 1974, and
CIEP consisting of Cabinet-level officials from each of the departments
involved in export regulation. The Board should be backed up by
a working group of officials from the same agencies.

State Representatives of the academic and business communities
Treasury should be formed into technical advisory committees to assist the
Commerce Board in gauging existing foreign availability of proposed U.S.
CEA exports, monitoring new technological developments and estab-
CIEP lishing procedures for evaluating the success or failure to export
 control process itself.

RECOMMENDATION (25)

State We propose that, after the current [multilateral trade] negotiations
Treasury are concluded, the ongoing tasks of administration, negotiation and
Commerce coordination be accomplished by a transfer of the Office, under a
CEA Special Ambassador, to the Department of State.
CIEP

RECOMMENDATION (26)

State Broadening the current Security Assistance Program Review
Treasury Committee (SAPRC) into a standing committee of the NSC to serve
Defense as the primary forum for interagency review of all issues involving
OMB arms transfers and security assistance.
JCS

RECOMMENDATION (27)

State After a WSAG-level crisis, a crisis review group should assess
Defense the government's performance and, where appropriate, review and
JCS reconsider contingency plans.
CIA

State Establishment of a National Security Review Committee (NSRC)
Treasury to conduct a broad review, under the direction of the National Secu-
Defense rity Council principals, of the U.S. worldwide national security
OMB posture at the beginning of every new Administration. The review
ACDA should involve the newly appointed senior officials and draw upon
JCS the views of the relevant departments. It should be directed by the
CIA President and his National Security Assistant.

RECOMMENDATION (29)

State The President establish an Advisory Board on National Defense,
Defense composed of private citizens who are well equipped by training and
OMB experience to bring to bear on defense questions the views of Ameri-
ACDA can society, and to facilitate the communication of defense needs to
JCS the public. The Board should be provided with a small independent
CIA staff.

RECOMMENDATION (30)

State A single senior State official should be clearly identified as respon-
Defense sible, under the Secretary, for political-military and national secu-
 rity affairs. To accomplish this the position of Under Secretary of
 State for Political Affairs should be retitled Under Secretary for Poli-
 tical and Security Affairs, and made directly responsible for the Bureau
 of Politico-Military Affairs. The position of Under Secretary of State
 for Security Assistance should be abolished.

State

The selection and training of Foreign Service officers should recognize the need for competent and national security analysts in both Washington and abroad.

RECOMMENDATION (32)

State

Barriers and administrative inhibitions to the hiring of political-military specialists or to their lateral entry into Foreign Service ranks should be sharply reduced.

RECOMMENDATION (33)

State

The political-military capability of the regional bureaus in State should be upgraded.

RECOMMENDATION (34)

State
Defense
ACDA

ACDA's external research program should be expanded, focusing on longer term problems and possibilities for arms control.

RECOMMENDATION (35)

State
Defense
ACDA

The Director of ACDA should become a member of the proposed National Security Review Committee (NSRC).

RECOMMENDATION (36)

State
Defense
ACDA

The Director of ACDA should become a member of the proposed NSC Arms Transfer and Security Assistance Committee, and should enlarge ACDA's capability to assess the arms control implications of major resource decisions.

RECOMMENDATION (44)

/[of Defense]

State
Defense
OMB

The Assistant Secretary for International Security Affairs should play an increased role in shaping the defense program and budget to fit our foreign policy. This requires that ISA develop greater technical and analytical capability, and that it take the lead in research and analyses to better relate force levels to foreign policy implications of major resource decisions.

RECOMMENDATION (45)

/[of Defense]

Defense
JCS

The Secretary's ability to exercise his statutory responsibilities in direction and control of crisis operations should be improved. Specific measures to bring this about include: provisions to insure the responsiveness of the National Military Command Center to the operational reporting needs of the Secretary (the Chairman and service chiefs would be informed simultaneously); increased autonomy for the Chairman in operational matters vis-a-vis the services (the role of service chiefs in operations should be explicitly defined as advisory to the Chairman and Secretary, service operational staffs should be sharply cut back and, if necessary, the joint operations staff, J-3, should be increased); the Chairman in consultation with the Secretary should select officers for key Joint Staff positions in operational matters, including the top officers in J-3 and the NMCC.

RECOMMENDATION (46)

State
Treasury
Defense
Justice
CIA

The DCI should have an office in close proximity to the White House and be accorded regular and direct contact with the President.

RECOMMENDATION (47)
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State
Treasury
Defense
Justice
CIA

The CIA should be retitled the Foreign Intelligence Agency (FIA), and its Director the Director of Foreign Intelligence (DFI).

RECOMMENDATION (48)

State
Treasury
Defense
Justice
CIA

In order to best utilize the PFIAB:

- each incoming President should review and make such changes in PFIAB's membership as may be required to give him high personal confidence in that body's values and judgement; that
- he make himself directly available to the Chairman of PFIAB upon the latter's request; and that
- the PFIAB staff should be increased in size, and drawn in part from sources outside the intelligence community.

RECOMMENDATION (49)

State
Treasury
Defense
Justice
CIA

Covert action cannot be abandoned, but it should be employed only when clearly essential to vital U.S. purposes and then only after a careful process of high level review.

State
Treasury
Defense
Justice
CIA

As the sensitivity and risks of covert action require appropriate review and consultation:

- covert action should only be authorized after collective consideration of its benefits and risks by all available 40 Committee members, and that,
- besides granting initial approvals, the 40 Committee should regularly review the continuing appropriateness of activities still being pursued.

RECOMMENDATION (51)

State
Treasury
Defense
Justice
CIA

PL-93-559 be amended to require reporting of covert actions to the proposed Joint Committee on National Security, and to omit any requirement for the personal certification of the President as to their necessity.

RECOMMENDATION (52)

State
Treasury
Defense
Justice
CIA

The NSCIC should be actively used as the principal forum for the resolution, short of the President, of the differing perspectives of intelligence consumers and producers, and should meet frequently for that purpose.

RECOMMENDATION (53)

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State While the intelligence agencies should retain and exercise their
Treasury improved competence in the analysis of international economic issues,
Defense the Departments of State, Treasury, Commerce, and Agriculture, and
Justice the Council of Economic Advisors must maintain similar capabilities
Agriculture focused on the analysis of issues involving their own responsibilities.
Commerce We believe that, in all four of the Departments, those capabilities
CEA should be significantly strengthened.
CIA

RECOMMENDATION (54)

State A small staff of the highest quality, drawn from within and without
Treasury the intelligence community and responsible for the drafting and review
Defense of NIEs, should be established. This staff, reporting directly to the
Justice DFI, should be charged with reporting clearly any important dif-
CIA ferences in the views of concerned agencies, and the reasons for such
 differences.

RECOMMENDATION (55)

State a. Under the direction of the DFI, the IC staff should expand
Treasury "Perspectives for Intelligence" into an annually revised multi-
Defense year plan for the allocation of responsibilities across the intelligence
Justice community. The plan should be reviewed in USIB and approved by the
OMB NSCIC.
CIA

b. On the basis of the multiyear plan, the IC staff should prepare
an annual Consolidated Foreign Intelligence Budget. After review by
IRAC and OMB, this document should guide the budget submission of
each of the agencies and departments of the intelligence community
to OMB. It should also provide a basis for the consideration, by the
proposed Joint Committee of the Congress on National Security, of
the funds to be annually authorized the intelligence community.

RECOMMENDATION (56)
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State
Treasury
Defense
Justice
OMB
CIA

The executive branch foreign affairs agencies should seek adequate funding for the specific purpose of developing more comprehensive public affairs programs.

RECOMMENDATION (57)

State
Defense
OMB
USIA

The International Education Act of 1966, or an equivalent act to develop and support programs of advanced and undergraduate international studies, should be funded. Its objectives might be broadened to include programs designed to provide (a) extensive research in foreign policy fields and (b) better substantive training for journalists.

RECOMMENDATION (58)

State
Defense
USIA

Forums for interchange of views and opinion between government, particularly the State Department, and the public be expanded.

RECOMMENDATION (59)

State
AID

Because of the importance of the functions of the Office of Humanitarian Affairs (D/HA), its director should have the title of Special Assistant to the Secretary of State.

State

The Department of State should create an Advisory Committee on Human Rights to advise the Department on U.S. policy with respect to international human rights issues. This committee should include selected representatives of nongovernmental organizations, scholars, Members of Congress, churchmen, and others active in the Human Rights field.

RECOMMENDATION (61)

State

Defense

Decisions involving the use of force should be made with prior recognition of their ethical implications and standing in law.

RECOMMENDATION (62)

State

The Department of State should make instruction in ethical and human rights considerations an integral part of the basic training of Foreign Service Officers and of the various area studies programs.

RECOMMENDATION (63)

State

The U.S. Representative to the Human Rights Commission should be a full time official of ambassadorial rank and assigned broad responsibility for human rights considerations inherent in all U.S. participation at the United Nations. If necessary, the Ambassador should be provided with additional staff for this purpose.

RECOMMENDATION (64)

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State

Chiefs of missions in sensitive human rights areas should assign personnel to monitor and report on Human Rights issues.

RECOMMENDATION (65)

State

The Executive Development Staff of the Foreign Affairs Executive Service (proposed in the Personnel Chapter of this Report) should be given responsibility for identifying qualified individuals throughout the government, and for recommendation to the President as potential ambassadorial nominees. Similarly, when circumstances call for appointment of individuals outside the government, whether from business, labor, or the academic world, they should be appointed on the guiding principle must be to match job needs with the best qualified individual available.

RECOMMENDATION (66)

State

Defense

CIA

It should become accepted and standard operating procedure that communications to and from all Embassy personnel of all agencies be available to the Ambassador, either in advance or after dispatch, at his discretion.

RECOMMENDATION (67)

State

Defense.

AID

Control of diplomatic cryptographic facilities be fully in the hands of the Department of State.

State The Under Secretary of State for Management should be assigned
Defense direct authority for communications, including Foreign Service
Commerce reporting, and should establish a staff to carry out this responsibility.
CIA This staff should take the lead--with the collaboration of the Bureau
 of Intelligence and Research (INR), the Regional Bureaus, the
 Foreign Affairs Institute (FAI), and the Executive Secretariat -- in
 making the Embassy communications system and particularly
 Foreign Service reporting more effective in scope, content and form.
 In so doing it will need to make systematic studies of needs of the
 many disparate users-- starting with the President and Secretary--
 of Foreign Service reporting, and communications generally, and to
 devise ways for fulfilling those needs.

RECOMMENDATION (69)

State INR should work actively with such a Foreign Service Reporting
Defense Staff, to relate Foreign Service reporting effectively to the needs of
CIA the intelligence community, and should be staffed adequately to
 fulfill this role.

RECOMMENDATION (70)

State The Foreign Affairs Institute, in coordination with the Foreign
 Service Reporting Staff, should significantly improve its course
 offerings and in-service university enrollments to train officers to
 fulfill the assessment role in Foreign Service Reporting.

State

Commerce

At many posts abroad, political and economic sections in the Embassies should be merged. Integrated, comprehensive reporting and assessment which considers economic and political issues in their close relationship are what we believe will be most needed; a combined section would enhance the likelihood of it being produced. It would also help to encourage FSO's serving abroad to pay more attention to the economic aspects of our bilateral relations.

RECOMMENDATION (72)

State

Treasury

Defense

Agriculture

Commerce

Labor

AID

CIA

USIA

The Ambassador should have a full opportunity to comment on any change in the staff complements of each agency at his post, and his word should carry great weight even if it is not the determining factor.

RECOMMENDATION (73)

State

Treasury

Defense

Agriculture

Commerce

Labor

AID

CIA

USIA

The Department of State should provide managerial and administrative services for the entire mission.

RECOMMENDATION (74)

State

OMB

Ambassadors should frequently consult in the Department of State and elsewhere in Washington, perhaps several times a year in addition to leave, depending on specific needs. On a somewhat less frequent basis, DCMs and section heads should come to Washington for consultation, and, conversely, Country Directors, Deputy Assistant Secretaries, and Assistant Secretaries of geographic bureaus should spend a substantial portion of their time in the field. The Department's budget requests, and Congressional response to them, should reflect this need.

RECOMMENDATION (75)

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State
OMB

Regional conferences of key personnel from Washington and the various missions should be held more frequently than the current chiefs of mission conferences.

RECOMMENDATION (76)

State
Treasury
Defense
Agriculture
Commerce
AID
CIA

The Office of the Inspector General of Foreign Affairs, be mandated to inspect the overseas activities of all U.S. agencies associated with Embassies and Consulates, in addition to those of the Department of State.

RECOMMENDATION (77)

State

Each incoming administration should create a nonpartisan commission, including representatives of the Congress, charged with reassessing on a broad front U.S. participation in multilateral agencies and programs, and recommending changes in our policies and programs as necessary.

RECOMMENDATION (78)

State

The Bureau of International Organization Affairs (IO) should be reconstituted as a smaller Bureau for United Nation Affairs, serving primarily as a Washington point of reference for U.S. missions in New York and Geneva, and responsible for international organization budgetary contributions and international conference support. IO's policymaking functions should be allocated to functional bureaus for the relevant issue areas, and through them, to the functional Under Secretaries. Responsibility for arranging international Conferences might go to the Under Secretary for management.

State

The multilateral policy function for such issues of global interdependence should be allocated to the Under Secretary for Economic and Scientific Affairs. The policy function for political or military multilateral issues, such as peacekeeping, should be assigned to the new Under Secretary for Political and Security Affairs.

RECOMMENDATION (80)

State

In most policy areas the Department of State should select the heads of delegations for multilateral negotiations, seeking the best qualified individuals in or out of government.

RECOMMENDATION (81)

State
CSC

Staffing for permanent missions should be accomplished through both the Foreign Service and Civil Service systems. Assignment, training, and promotion practices should be devised which (a) develop a measure of expertise in multilateral diplomacy without creating a separate core of specialists, and (b) permit wide flexibility to utilize substantive specialists from many agencies.

RECOMMENDATION (82)

State

The head of the U.S. delegation to the U.N. should be a prominent personage with a close relationship to the President, and should hold Cabinet rank.

State

The appointment of Members of Congress to international delegations whenever feasible, as a particularly useful way of keeping Congress involved and informed about multilateral foreign policy issues.

RECOMMENDATION (84)

State
USIA

Programs which project and explain U.S. foreign policy, now split between the State Department and USIA, should be combined in a new State Department Office of Policy information.

RECOMMENDATION (85)

State
OMB
USIA

All general (non-policy) information and cultural activities which are now carried out by the Department of State or the U.S. Information Agency, other than those of the VOA, should be combined in a new semi-autonomous (or associated) Information and Cultural Affairs Agency (ICA). The ICA Director would report to the Secretary of State, or alternatively, if the President wishes, the Director could report directly to the President while receiving day-to-day policy guidance from the Secretary of State.

RECOMMENDATION (86)

State
OMB
USIA

The Voice of America should be set up as an independent federal agency under a Board of Governors, with a mandate to broadcast accurate, objective, and comprehensive news as well as to represent American society in its totality, and with the State Department responsible for that portion of its programming which presents or explains U.S. foreign policy.

RECOMMENDATION (87)

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State

The practice of developing and making public a periodic Presidential "State of the World Report" be reintroduced.

RECOMMENDATION (88)

State
Defense
CIA

A "Global Systems Critical List of Problems and Opportunities" be authorized by act of Congress to be prepared by an organization such as the National Academy of Sciences.

RECOMMENDATION (89)

State
Defense
OMB
CEA
CIA

The President should create a Council of International Planning (CIP), modeled in structure on the Council of Economic Advisers (CEA), to serve him directly and in a manner of his choosing in the planning of foreign policy.

RECOMMENDATION (90)

State

A single, highly competent officer, personally selected by the Secretary, should be given full time responsibility for the work on the "State of the World Report."

State

Regular members of the Policy Planning Staff would normally be expected to involve themselves at one time or another in each of the planning functions --anticipation, challenge, reevaluation, and the formulation of strategic concepts.

RECOMMENDATION (92)

State

The Director of the Policy Planning Staff should have one deputy to lead the work of the staff in fulfilling the role of anticipation and initiatives, and another deputy responsible principally for the challenge and reevaluation functions.

RECOMMENDATION (93)

State

An Advisory Committee be created by the State Department, consisting of outside scholars and experts who can assist the Planning Staff keep abreast of new developments of substantive and methodological kinds. An officer of the Policy Planning Staff should be charged with matching the Staff's needs with outside researchers best qualified to meet them, and with being its link to the Advisory Committee and the external research community.

RECOMMENDATION (94)

State

OMB

Domestic

Council

The President should direct a key foreign policy advisor (logically the Deputy Secretary of State) to become more deeply involved in the review of significant budget and related activities of foreign affairs agencies and domestic agencies which have international implications; thus to ensure that these programs effectively express the President's foreign policy objectives.

State
OMB

Particularly close relations between OMB and NSC should be developed: the OMB director and his staff should participate more in the foreign policymaking process, and NSC personnel must be involved in the budget process.

RECOMMENDATION (96)

State
OMB

A limited interchange of personnel of State, NSC, and OMB should be instituted to improve these interfaces. In addition procedures for assessing the cross-agency budgetary impact of new international commitments should be reviewed and modified as appropriated.

RECOMMENDATION (97)

State
OMB

The State Department, through the Deputy Secretary, should continue to lead in extending Foreign affairs programming techniques on a selective, step-by-step basis, supported by NSC and OMB. Responsibility of the Assistant Secretaries of State for the coordination of government programs in regions and countries should be reaffirmed.

RECOMMENDATION (98)

State
OMB

Annual policy and program reviews of specific country and regional programs should be instituted with recommendations by the Assistant Secretaries on agency programs to be cycled into the budget process.

RECOMMENDATION (99)
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State
OMB

Staff capabilities in regional bureaus for program analysis and coordination should be appropriately strengthened.

RECOMMENDATION (100)

State

The foreign policy machinery (NSC and State) should continue to direct from time to time country and regional studies by ad hoc teams with designated leadership where the above cited interagency programming reviews might not produce the "fresh" policy options and resource analysis required in the President's perspective.

RECOMMENDATION (101)

State
OMB

Ambassadors, particularly in large countries, should promote country programming techniques to meet their managerial needs. These efforts should be directly integrated with State-led regional and country reviews and with the agency-based budget processes.

RECOMMENDATION (102)

The two foreign relations committees should be given opportunity to review and comment on the views and estimates of the Appropriations Committees (submitted by March 15 to the House and Senate Budget Committees) so that the latter committees could consider the foreign policy implications of the recommendations on appropriation items (for example, on agricultural production or defense posture).

RECOMMENDATION (103)
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The two foreign relations committees should have representation on the Budget Committees of both Houses to improve consideration of issues which relate to domestic and international considerations.

RECOMMENDATION (104)

Congress should move to simplify the process either by (a) limiting the authorization bills to general levels of expenditure and by placing more detailed revisions in more permanent legislation not repeated each year (e.g., AID and MAP), or (b) adopting multi-year authorizations which could focus review more effectively on the direction and longer-term effectiveness of programs.

RECOMMENDATION (105)

State / [State]
The Department should develop an annual manpower plan in which each bureau chief should specify the kinds and mix of functional and bilateral competence required for a 3-year period and the way in which this talent will be acquired or developed.

RECOMMENDATION (106)

State Within the annual plan, to be approved by the Secretary, bureau chiefs (function and geographic) should proceed to acquire the personnel required, making effective use of all personnel authorities without case-by-case approval of personnel authorities.

RECOMMENDATION (107)

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State
CSC

A viable professional system within the Civil Service authority should be developed for adequate career appointments to attract and retain qualified personnel.

RECOMMENDATION (108)

State
CSC

The Department should request the necessary GS supergrades to provide meaningful career ladders in the Civil Service category.

RECOMMENDATION (109)

State

Functional bureau directors should participate in the informal FSO assignments process and career planning to the same extent that geographic bureaus do.

RECOMMENDATION (110)

State

The Foreign Service should be recruited, trained, and sized to its historic mission--that of representing U.S. interests in foreign countries. This requires people willing to and psychologically attuned to serve in alien and difficult situations and who have strong basic competence in area studies and language.

State

A major change in emphasis, however, should be directed toward improvement in rigorous short and longer term assessment of U.S. interests and analytic reporting.

RECOMMENDATION (112)

State

The officers should be broadened by experience and training for the new assessment emphasis, particularly in the area of economics.

RECOMMENDATION (113)

State

Responsibility for Department-wide personnel management functions should be centered in the Deputy Under Secretary for Management, who should be made Under Secretary.

RECOMMENDATION (114)

State

A modern, professional personnel function should be established at the Department level, with a Director reporting to the Under Secretary for Management. His task would be to see that viable careers are developed within all personnel categories and that all systems work to the full benefit of the Department.

State

The Director General of the Foreign Service should report to the Director of Personnel and should focus upon the administration of the high mobility officer component (FSOs) within prescribed Departmental policy.

RECOMMENDATION (116)

State

The Board of the Foreign Service should be reviewed and reoriented to a new cross-agency mission as discussed above. The Under Secretary for Management should lead the review and be designated Chairman of the reconstituted Board.

RECOMMENDATION (117)

State

The Under Secretary for Management should be responsible for developing, for the Secretary's approval, an annual Department manpower plan as a vehicle for determining the needs for and deployment of people and skills over 3-5 years.

RECOMMENDATION (118)

State

The Policy Planning Staff should play a key role in developing for the Secretary's approval basic guidance as to the policy directions, shifts in deployment emphasis at overseas posts, and critical competences to be acquired.

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State The Under Secretary for Management should establish an Executive Development Program administered by a professional staff reporting directly to him (outside but related to regular Personnel functions).

RECOMMENDATION (120)

State Promotions to designated executive jobs (largely FSO-2 and
CSC GS-16 and above) should be subject to special procedures of a Foreign Affairs Executive Service (FAES).

RECOMMENDATION (121)

State Candidates would be "selected in" to executive jobs in the FAES
CSC by the Secretary on the basis of recommendations from line managers and the executive development staff.

RECOMMENDATION (122)

State The purpose of the Executive Development program would be
CSC to find the best talent from all categories within the Department based on the Secretary's defined needs. It should be part of a community-wide approach.

State
CSC

A substantial improvement be made in job description and classification practices for all positions in the field and in Washington. This is a prerequisite for responsible personnel management.

RECOMMENDATION (124)

State

Rank-in-the-man should run only through 03. All promotions to 01 and 02 should be related to specific jobs.

RECOMMENDATION (125)

State

Greater emphasis should be placed on performance and accountability in the job through annual work statement.

RECOMMENDATION (126)

State

The Service should adopt some form of "climate analysis" or reverse appraisal to get a better understanding of officer views of the performance of supervisors.

RECOMMENDATION (127)

State

The cone system should be continued (although the program direction cone would be rendered superfluous by the executive development recommendations). Its basic purpose is to protect the consular and administrative activities as viable career specialties and to continue to upgrade the economic competence of the Service. Its continued effectiveness should be reviewed from time to time.

State All political officers should have the 26-week FSI course in economics or its equivalent. The techniques, as well as substance, are essential to good policy analysis.

RECOMMENDATION (129)

State Over time, the distinction between political and economic cones should be dropped. Economics today provides a major context to all international relations.

RECOMMENDATION (130)

State Intercone assignments should be increased where the purpose is to broaden experience, rather than to accommodate an excess of political officers. The exchange should be a two-way street where Consular and Administrative officers receive political assignments.

RECOMMENDATION (131)

State Officers should be given incentives to pursue deeper substantive issues of foreign policy. They should be rewarded for initiative (self study) and excellence in their chosen fields through promotions, assignments in their chosen fields, awards, and mid-career work-study programs.

RECOMMENDATION (132)

State The Board of Examiners should be abolished and the Department establish a professional recruitment capability within its personnel management function.

RECOMMENDATION (133)

State The examination procedures, written and oral, should be revised to place more emphasis on testing aptitudes, creativity, and analytic capabilities than specific knowledge. New techniques being employed in industry can be adopted for this purpose.

RECOMMENDATION (134)

State The time from examination to entrance into the service should be sharply shortened to fit more nearly the needs of high-quality applicants.

RECOMMENDATION (135)

State The Department should systematically interview officials of colleges and universities to determine whether the Foreign Service is obtaining the best qualified students from among those who might be interested in a foreign affairs career.

RECOMMENDATION (136)

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State More weight should be given to recruiting people at the graduate level or who have demonstrated desired competence in specialties, especially those with economic training and experience.

RECOMMENDATION (137)

State The Department should review entering salaries and take steps to
OMB ensure that the Foreign Service is reasonably competitive with other areas of Government and industry for the kind of talent it seeks.

RECOMMENDATION (138)

State For the first two tours of duty, or through the 06 level, Departmental entrants should be on probationary status. Following careful screening and the junior threshold review, the individual would be given tenured officer status.

RECOMMENDATION (139)

State The individual should be able to opt at this point for a predominantly Washington or mobility career and for his area of specialization.

State
CSC

Recommendation (140)
Lateral transfers should be actively recruited--particularly of
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economic or appropriate technical expertise.

RECOMMENDATION (141)

State

A new system be installed of semiautomatic promotions in the middle grades from FS 0-5 through FS 0-3. The junior threshold examination (FS 0-6 to FS 0-5) should be continued.

RECOMMENDATION (142)

State

Provision should be made for more rapid promotion based on exceptional performance on the job, and for "passing over promotion" for those with less satisfactory performance in a given period, but who might not be eligible for selection out in the current environment.

RECOMMENDATION (143)

State

Selection out for time in class and low performance should be continued but adapted to the semi-automatic promotion approach.

RECOMMENDATION (144)

State
OMB

The Department should seek authority for 20-year retirement to help reduce the pressures toward overstaffing in higher grades and to permit officers who are not selected into the Executive Service to pursue second careers.

RECOMMENDATION (145)

State

The Under Secretary for Management should exercise greater oversight over the assignment process.

State A form of job posting should be adopted under which all officers are notified of assignments coming vacant and have an opportunity to make their preferences known and to participate in career planning.

RECOMMENDATION (147)

State All FSO jobs should be rigorously reexamined to determine which can be reclassified downward and made available to more junior officers. This should apply to ambassadorial and DCM positions.

RECOMMENDATION (148)

State Routine jobs at the bottom of the Service should be reviewed be sure they require university trained "generalists." Those jobs which do not should be filled from other sources of talent as appropriate.

RECOMMENDATION (149)

State The 200 or so stepping-stone jobs which provide managerial experience should be clearly identified and husbanded for development of those with indicated management potential.

State More assignments should be made outside the State Department
OMB in jobs with managerial and programmatic content. State should
CSC take initiative to reinvigorate and expand the exchange programs
underway.

RECOMMENDATION (151)

State All DCM's at larger posts (Class I and II) should have had a
prior tour of duty with significant management experience in or
out of State.

RECOMMENDATION (152)

State "Leave-without-pay" service outside the Executive Branch in
OMB activities which broaden managerial or functional experience should
CSC be encouraged, and the service outside should count for purposes
of promotion and retirement. Such services could include industry
(e. g., petroleum, banking), foundations, universities, congressional
staffs, or state and local governments.

RECOMMENDATION (153)

State The detail of FSO's to state and local governments should be
OMB effectively implemented under the Pearson Act. (This will require
changes in the law and appropriations limitations.)

State For high performance/potential officers, a new program should be
OMB mounted for deepening functional competence through one-year
periods of work-study at mid-career levels (12-15 years in the ser-
vice), to be designed by the officers involved, with guidance and
approval by the Department.

RECOMMENDATION (155)

State a. The executive branch and Congress should undertake a compre-
OMB hensive assessment of the role and scope of the economic develop-
AID ment program. An effective personnel program cannot be operated
CSC in the present conditions of uncertainty. It is a propitious time to
reexamine AID's longer-term mission.

b. If the program is to be continued, AID or its successor agency
should develop a "compatible" but separate personnel system de-
signed to attract and retain high-quality development professionals.

RECOMMENDATION (156)

State USIA's personnel system, under the new agency we have pro-
USIA posed, should continue as a separate system with "compatible" regu-
CSC lations. FSIO's should not be merged as a cone of the FSO Corps.
The new agency should develop the unique kind of staff required to
coordinate and manage the increasingly important exchanges and
contracts through private channels.

State The President should direct key domestic agencies (through the
OMB Secretary of State, OMB, and the Civil Service Commission) to take
CSC steps to strengthen their personnel systems in order to participate
more effectively in the development and execution of foreign policy.

RECOMMENDATION (158)

State General rules and standards should be issued to guide develop-
OMB ment of a family of compatible, agency-run systems.
CSC

RECOMMENDATION (159)

State The President designate certain executive jobs and the men who
Defense hold them as part of a Foreign Affairs Executive Service. The
OMB designated jobs would be filled only after a systematic executive
CSC search across the various agencies' feeder systems.

RECOMMENDATION (160)

State The President should instruct the Head of each Agency involved
Defense to improve Executive Development Programs within his agency,
OMB based on policy guidelines to ensure that each "feeder" system
CSC makes an optimum contribution to the government-wide approach.

State a. Prime responsibility for support of the President in implementing
Defense the Foreign Affairs Executive Service would be placed in the Secretary
OMB of State, under a Presidential charter. It would be accomplished
CSC largely through expansion of the Executive Development Staff
reporting to the Under Secretary for Management.

b. This staff should also organize an annual executive manpower review to monitor progress of agency programs and key individuals with executive potential.

RECOMMENDATION (162)

State The FSI program should be expanded to handle the principal
Defense language and foreign affairs training for all agencies. Its name
CIA should be changed to Foreign Affairs Institute (FAI) to recognize
the broader mission.

RECOMMENDATION (163)

State The funding of FAI should be made entirely reimbursable with
OMB State and other participants paying their share of the costs in the
form of tuition. A revolving fund should be established to permit
financial planning on a long-term basis.

RECOMMENDATION (164)

State Steps should be taken to provide better FAI facilities in the
OMB Washington area. Appropriations should be sought for this purpose.

RECOMMENDATION (165)

State State should develop a process for providing an annual statement of training requirements and for evaluation of performance in meeting those requirements.

RECOMMENDATION (166)

- State a. Revoke E. O. 11636 as it now stands.
- OMB b. Continue to exempt Foreign Service Officers as Presidential appointees from the main provisions of E. O. 11491.
- AID c. Extend a similar exemption to FSIO's and FSR's of the three agencies--i.e., all rank-in-the-man professionals.
- USIA d. Provide for representation of the above officers through AFSA, or other organizations, as professional associations.
- e. Provide all other employees of State, AID, and USIA representation and bargaining rights under E. O. 11491.

RECOMMENDATION (167)

- State a. Establish a single focal point in State for mobilizing the necessary management resources to conduct effective EMR [Employee-Management Relations]: the proposed Under Secretary for Management, supported by an experienced professional staff with continuity.
- b. Enforce the use of this Office as the management channel in dealing with employee organizations.
- c. Clarify the EMR policies.

State
Labor
OMB
AID
USIA
CSC

- a. The Board of the Foreign Service should be taken out of the employee-management relations business. In its place, general oversight should be given to a new seven-man Foreign Affairs Council composed of representatives of State (two members including the chairman), AID, USIA, Labor, CSC and OMB who have expertise in the EMR field. The council would be advisory to the Secretary as to the operation of the EMR system and as to policy required to make the system work.
- b. The Disputes Panel should continue to settle all cases brought, subject only to review by the heads of Foreign Affairs agencies.
- c. There should be provision for fixed-period contracts, thus eliminating the current "rolling" negotiations.
- d. Interagency consultation requirements should be strengthened.
- e. Discretionary benefits should be removed from the bargaining either by amending the Order or by assigning the determination to OMB, CSC, or some agency outside State.

The Congress should adopt, by concurrent resolution, a statement that a national commitment--meaning a promise to assist a foreign country, government or people by the use of the armed forces or financial resources of the United States, either immediately or upon the happening of certain events--results only from affirmative action taken by the Legislative and Executive Branches of the United States Government by means of a treaty, statute, or concurrent resolution of both Houses of Congress specifically providing for such commitment.

RECOMMENDATION (170)

The national emergencies should be terminated by law and that all statutes delegating authority in time of national emergency should be repealed or revised to conform to the provisions of the proposed Nation Emergencies Act.

RECOMMENDATION (171)

Any future declarations of national emergency should specify the statutory powers required to meet such an emergency; that all national emergencies should be terminable at any time by concurrent resolution or by Presidential proclamation; and that in the absence of extension by Congress, provision should be made for termination.

Congress should establish procedures to limit the occasions for dispute between the two branches, and to provide for the swiftest resolution of conflicts should they arise. These procedures should regularize the process whereby either House or a committee of either House may seek information. They should also establish the steps whereby, if that information is denied and the House or committee in question should deem the claim of privilege unjustified, the matter can be referred to the federal courts for expeditious resolution.

RECOMMENDATION (173)

We propose that the Congress consider legislation establishing a comprehensive system for classification based on the following guidelines:

- a. The mandatory classification, in one of several degrees of classification, of specified types of information relating principally to the national defense and the sources and methods of intelligence.
- b. The mandatory exemption from classification of other specified types of information, relating principally to U.S. actions in violation of U.S. law.
- c. The discretion, lodged in appropriate officials, to classify or exempt from classification all other information on the basis of specified criteria which balance the need for secrecy against the potential value of disclosure.
- d. A comprehensive system of automatic downgrading and declassification.
- e. The application of specified sanctions to persons violating the terms of the system, including criminal penalties for the unauthorized release of properly classified information, and significant administrative sanctions applicable to overclassification.
- f. The availability of legal process to resolve any questions arising from classification decisions.

In both the review of candidates and in the consideration of nominees, the Senate should continue to require of persons under consideration familiarity either with the country to which the nominee is to be accredited, or experience in the formulation or practice of U.S. foreign policy, or some other substantial and relevant set of qualifications.

RECOMMENDATION (175)

The Commission recommends greater use of report-back requirements for both executive testimony and written reports from executive officials to the Congress, and more frequent incorporation of statutory time limits in proposed legislation, particularly on new programs and policies.

RECOMMENDATION (176)

In the House we propose that the Committee on International Relations be accorded "special oversight functions" over reciprocal tariff agreements, in addition to its other responsibilities for trade policy issues.

The House Committee on International Relations should exercise concurrent legislative oversight over international financial organizations, together with the House Committee on Banking and Currency.

RECOMMENDATION (178)

From the point of view of improving Congress' ability to consider foreign policy matters efficiently and effectively, therefore, a review by the Senate of its own committee system now seems appropriate. The Commission strongly recommends such a review.

RECOMMENDATION (179)

The Commission recommends fuller utilization of subcommittees to strengthen the basis of committee action, and to provide greater interchange with working-level executive officials at the Assistant and Under Secretary levels. It also recommends increased use of joint hearings by subcommittees to meet part of the need, expressed clearly in Congressional responses to the survey, conducted by this Commission, for better coordination of the actions of the Congress in the foreign policy field.

RECOMMENDATION (180)

In the Commission's view, a Joint Committee on National Security should be established. It should perform for the Congress the kinds of policy review and coordination now performed in the executive branch by the National Security Council, and provide a central point of linkage to the President and to the officials at that Council. In addition it should take responsibility for Congressional oversight of the Intelligence Community.

The Commission recommends that the Joint Committee be vested with the following specific jurisdictions and authorities:

- a. Receipt, analysis and referral (along with any recommendations it may consider appropriate) of reports from the President under the War Powers Act.
- b. Receipt and review of analytic products of the intelligence community.
- c. Oversight (in conjunction with the executive branch) of the system of information classification discussed above.
- d. Establishment and maintenance of facilities and procedures for storage and handling of classified information and materials supplied to the Congress.
- e. Establishment of a code of conduct to govern the handling by Committee members of classified or sensitive information.

RECOMMENDATION (182)

We propose that the Joint Committee:

- a. Consider the creation of a statutory system of information classification, and (if intelligence oversight is assigned to it).
- b. Be granted authority for annual authorization of funds for the intelligence community.

RECOMMENDATION (183)
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A central Congressional repository for written reports to Congress from executive branch agencies, efficient procedures for making such reports available to all interested Members, and convenient means for maintaining security of classified reports, should be developed, as proposed above, by the Joint Committee on National Security.

RECOMMENDATION (184)

The Commission recommends that Congress designate the Joint Committee on Congressional Operations as responsible for representing the interests of the Congress as a whole and authorized to provide the Congressional Research Service with policy guidance, assistance in security resources, and some measure of insulation against the lower priority concern which deflect it from sustained work on major issues, thus insuring that some part of the CRS staff is able to focus steadily on issues to which Congress as a whole accords high priority.

RECOMMENDATION (185)

The Commission recommends that the House Commission on Information and Facilities, created as part of the Committee Reform Amendments of 1974, look with special care at the research support available to Congress when legislating in foreign policy. We also suggest that the Information Commission seek better management of Congressional use of research by designating the Joint Committee on Congressional Operations to oversee research organizations; and that it seek to facilitate wider use by the Congress of the policy research capabilities of universities and non-profit research centers.

RECOMMENDATION (186)

The Commission recommends the publication of a summary of the Foreign and International Relations Committees research interests and priorities.

RECOMMENDATION (187)

In the judgment of the Commission, more extended travel by Members, the preparation of special reports based on staff travel abroad (particularly Foreign and International Relations Committees investigative staff), and increased travel by teams of Members rather than individuals are highly desirable.

RECOMMENDATION (188)

Foreign travel reporting requirements should be extended to the entire Congress, and an improved system of circulating, monitoring, and evaluating these reports developed.

RECOMMENDATION (189)

Through carefully organized hearings Congress can provide the critical review of U.S. purposes, and of their relation to shorter-term policy, necessary to test their soundness and coherence, and to generate the public understanding and support without which, in the end, they cannot succeed.

Recent trends toward opening the deliberations of Congress on major foreign policy issues should be encouraged. Committee hearings should routinely be open for television. At the discretion of the House and Senate, under their respective rules, consideration should also be given to making floor debates on major foreign policy issues available to public and commercial television on a case-by-case basis.

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Routing Slip

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SUSPENSE *See attached!*
Date _____

Remarks: Response for DCI signature. Attachment furnished only to IC [redacted] who will forward our recommendations to appropriate Directorate and offices for comment.

Executive Secretary

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